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An Administrative Survey of
the City of Chicago, 1941.

ILLINOIS HISTORICAL SURVEY





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AN ADMINISTRATIVE SURVEY

of the
CITY OF CHICAGO

•
AN INTERIM REPORT

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By
THE CHICAGO ASSOCIATION OF COMMERCE
and
THE CIVIC FEDERATION

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AN ADMINISTRATIVE SURVEY
of the
CITY OF CHICAGO

AN INTERIM REPORT

CHICAGO
1941

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By
THE CHICAGO ASSOCIATION OF COMMERCE
and
THE CIVIC FEDERATION

- I. Background and Organization of
the Survey.**
- II. Results.**
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352.077311 2nd Ed. Survey
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An Administrative Survey of the City of Chicago

AN INTERIM REPORT

Prefatory Note

This is a report on the Administrative Survey of the Chicago City Government, which has been going forward under the joint sponsorship of The Chicago Association of Commerce and The Civic Federation. Both groups have worked in organizing this study and in making and sustaining the necessary arrangements for its prosecution. The staff engaged on the study has been employed and financed by The Chicago Association of Commerce. It has been directed by The Civic Federation. The work has been done with the active co-operation of the City Administration.

The members of the staff participating in the survey included MacDonald Salter, Administrative Analyst-in-charge; Stuart W. Shepard, Engineer Analyst-in-charge; Robert E. Neis, Dr. T. R. Ponton, Donald B. Tweedy, Jack H. Foster, Frederick W. Byerly, Emmons W. DeBerard, S. Peter Lambros, Howard R. Ennor, Glenn V. Gibson, and Margorie A. Leonard. Of this group Glenn V. Gibson and Margorie A. Leonard were Sloan Foundation Fellows. Harland C. Stockwell, Assistant Executive Secretary of The Civic Federation, who was conducting an over-all budgetary and accounting procedural survey, gave the staff great aid and assisted in the direction of the survey.

This brief statement to those who have supported the survey outlines the background and organization of the work, the gen-

eral results achieved, the technical procedure followed, and the major administrative problems confronting our City Government. A study of the reports submitted to the Council by the Research Staff is necessary to a full appreciation of the task of the survey. As these reports are necessarily technical, their publication for general distribution has not seemed warranted. There is included in this report, however, a sample of these analyses. Those desiring similar reports on other agencies can obtain them upon request at the cost of mimeographing.

Both the public officials and the officers and members of the civic groups concerned have maintained throughout this study a consistently co-operative attitude. This attitude together with the results thus far attained gives encouragement to the belief that an objective approach and factual analysis may be counted upon to bring economies to taxpayers and constructive aid to responsible public officials. The success of this approach has been further demonstrated by the fact that a similar survey has been requested and is being undertaken for the Sanitary District and for Cook County, and has been requested by the Chicago Board of Education.

LEVERETT S. LYON, *Chief Executive Officer*
The Chicago Association of Commerce

DOUGLAS SUTHERLAND, *Executive Secretary*
The Civic Federation

An Administrative Survey of the City of Chicago

AN INTERIM REPORT

I. Background and Organization of the Survey

In April 1939, Mayor Edward J. Kelly conferred with representatives of The Civic Federation concerning the growing difficulties of the City's corporate fund, and possible means for financing some \$10,000,000 in unpaid bills. In view of legal and other objections in the path of a funding program, the Mayor expressed interest in the suggestion that an administrative study might develop possibilities of economies which would check the excess of expenditures and permit a progressive reduction of the floating debt.

At that time, The Civic Federation was not in a position to accept the Mayor's suggestion that it direct such a study. However, early in 1940, following The Chicago Association's Greater Chicago campaign in which it had stressed the need for more intensive citizen interest in governmental problems, the Chief Executive Officer of The Chicago Association of Commerce and the Executive Secretary of The Civic Federation were able to lay before Mayor Kelly and Chairman J. M. Arvey of the Council Committee on Finance, an offer of constructive assistance for a study of municipal operations.

On March 19, 1940, the Mayor endorsed this offer of assistance before the Committee on Finance and recommended the appointment of a Survey Committee on which there should be both civic-group and official government representation. The Com-

mittee on Finance which, in submitting its report on the 1940 Appropriation Ordinance, had expressed a determination to carry on "budget studies and surveys," approved this recommendation, and its chairman appointed a Budget Survey Committee consisting of these four members:

Frank J. Flanagan, Chairman, Budget Examiner,
Committee on Finance.

Oscar E. Hewitt, Commissioner of Public Works.

Robert B. Upham, City Comptroller.

Graham Aldis, President, The Civic Federation, and
representative of The Chicago Association of Com-
merce.

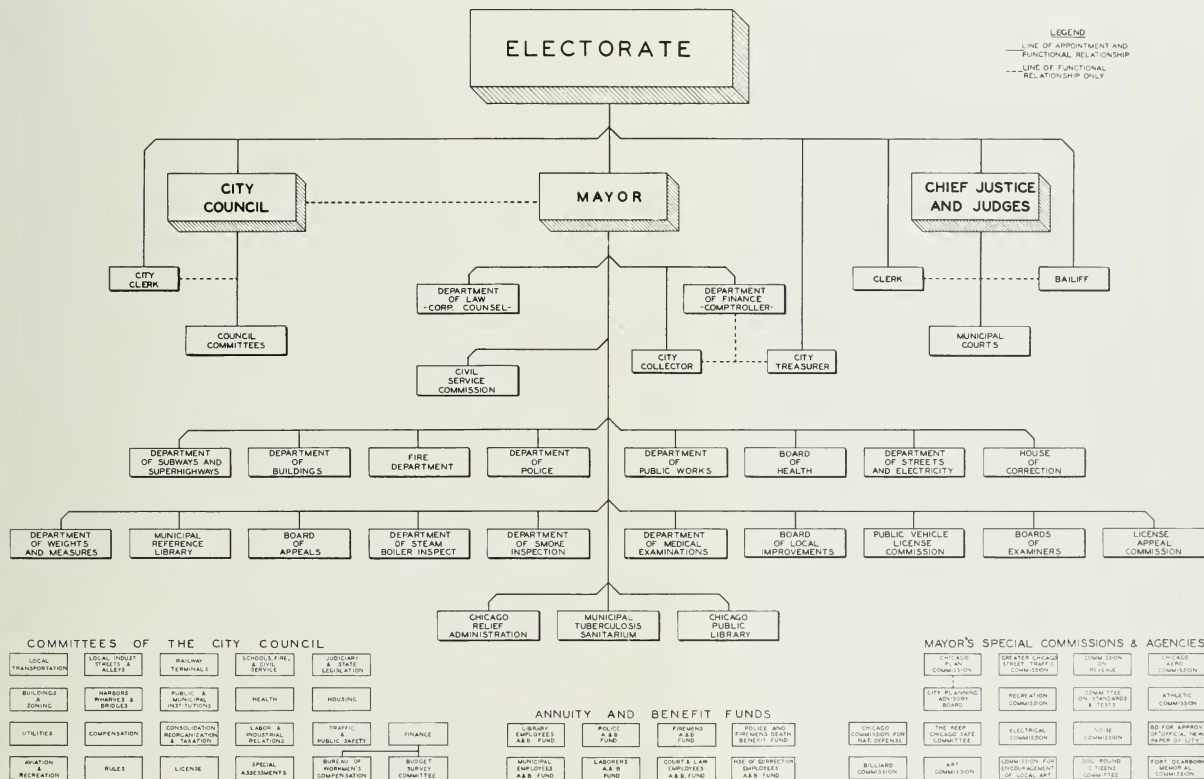
The Budget Survey Committee appointed Douglas Sutherland, Executive Secretary of The Civic Federation as Director of the survey and approved a general course of procedure for the study. The Executive Secretary of The Civic Federation and the Chief Executive Officer of The Chicago Association of Commerce proceeded immediately, in co-operation, to assemble a small but capable staff of technicians familiar with governmental research, including several men experienced in public administration. This staff was placed on the payroll of The Chicago Association of Commerce and assigned to The Civic Federation, which supplied, in addition to direction, headquarters facilities, supplies and overhead requirements. The City furnished a large working space in the City Hall.

The Budget Survey Committee decided that immediate attention should be given to the "corporate fund" of the city, partly because it was carrying some \$10,000,000 in unpaid bills, partly because it levies the second largest operating fund tax in the community, and partly because it supports the majority of the administrative expenses of the city departments.

Mayor Kelly immediately sent to all Department, Bureau, and Division heads a letter directing that all possible facilities and co-operation be given to the staff, and by mid-May the survey was well under way.

The immensity of the task involved is portrayed by the attached chart of the administrative organization of the City government. This government employs over 28,000 persons.

THE CITY GOVERNMENT OF CHICAGO ADMINISTRATIVE ORGANIZATION



Government employs over 20,000 persons.

THIS ADMINISTRATIVE SURVEY EMBODIED SEVERAL UNIQUE CHARACTERISTICS

Previous efforts to analyze the government of the City of Chicago with a view to recommendations looking toward efficiency and economy have been initiated by citizen groups. This is the first case, however, in which a survey of the administration of our municipal government has been made in which all of the following factors were present:

- (1) Direction and financing by citizen agencies.
- (2) Active and complete co-operation of city officials.
- (3) An announcement to the press that the survey was being undertaken and of the conditions under which it was being organized.
- (4) A lack of publicity during the progress of the survey but with *full publicity* upon presentation of the reports to the appropriate city officials.
- (5) Tangible results valuable to both taxpayers and municipal officials.

BUSINESS MEN CONTRIBUTED IMPORTANT DATA

A very significant contribution to this survey was made by the business men of Chicago in addition to the financial and moral support which they gave the undertaking. It was necessary for the survey staff to find some reasonably objective standard for determining the proper compensation for a wide range of services. As a means of accomplishing this an extensive questionnaire was carefully prepared by the research staff and widely distributed by The Association of Commerce to its members. The questionnaire called for data showing classification of workers and rates of pay. Making a proper return was no small task. The hundreds of returns received furnished an invaluable aid to the survey staff in justifying recommendations concerning salary rates.

As illustrative of this contribution of business concerns, there are reproduced herewith eight small charts presenting the characteristic wage data for certain of these classifications of positions. In the 1940 preliminary wage survey, analysis was directed to rates of pay affecting the organized trades and crafts. An illustration of this analysis is presented with the small charts showing the comparative annual salaries of certain crafts.

WAGE QUESTIONNAIRE DATA

Tabulations prepared from the returns of a wage questionnaire submitted to prevent employment throughout the Chicago area during the Summer of 1941

NUMBER OF EMPLOYEES

JUNIOR CLERK

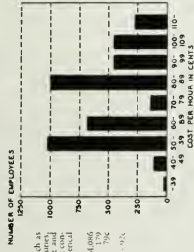
Performs simple clerical work as filing, checking ordinary records, and operating typewriter. Must have at least 21 months experience, but must be at least 21 months experience.

Number of employees covered 4,062
Number of companies reporting 518
Average cost per hour \$1.18
50% of employees within the range 45¢ - 55¢

SENIOR CLERK

Performs difficult clerical work such as preparing correspondence, maintaining accounts receivable, and preparing and checking payroll, performing all the foregoing requiring 24 months experience.

Number of employees covered 6,082
Number of companies reporting 779
Average cost per hour 79¢
50% of employees within the range 55¢ - 95¢



NUMBER OF EMPLOYEES

JUNIOR STENOGRAPHER

Takes general dictation, performs file work, and maintains accounts receivable, maintaining records, reports and files. Must have at least 21 months experience, but must be at least 21 months experience.

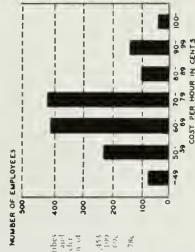
Number of employees covered 1,584
Number of companies reporting 536
Average cost per hour \$1.00
50% of employees within the range 45¢ - 65¢

NUMBER OF EMPLOYEES

SENIOR STENOGRAPHER

Takes dictation, performs file work, and maintains accounts receivable, maintaining records, reports and files. Must have at least 24 months experience, but must be at least 24 months experience.

Number of employees covered 1,584
Number of companies reporting 536
Average cost per hour \$1.00
50% of employees within the range 65¢ - 75¢

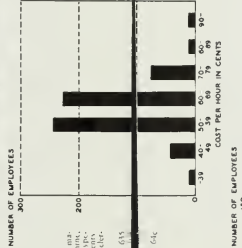


NUMBER OF EMPLOYEES

BOOKKEEPING MACHINE OPERATOR

Operates a high keyboard posting machine, adding bookkeeping machine, or type, and operating adding machine. Must have at least 21 months experience, but must be at least 21 months experience.

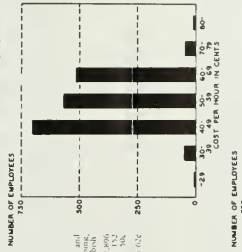
Number of employees covered 635
Number of companies reporting 192
Average cost per hour \$1.00
50% of employees within the range 45¢ - 65¢



JANITOR

Cleans and mops floors and walls and other unskilled work, such as sweeping, dusting, and cleaning. Must have at least 12 months experience, but must be at least 12 months experience.

Number of employees covered 1,896
Number of companies reporting 182
Average cost per hour 54¢
50% of employees within the range 45¢ - 65¢

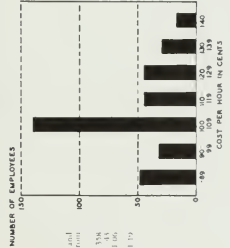


NUMBER OF EMPLOYEES

DRAFTSMAN

Prepares full scale, drafting, detail and construction drawings, and mechanical drawings. Must have at least 24 months experience, but must be at least 24 months experience.

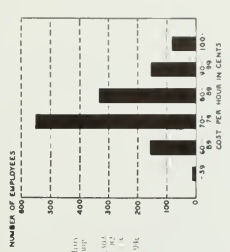
Number of employees covered 534
Number of companies reporting 110
Average cost per hour \$1.10
50% of employees within the range 75¢ - \$1.10



TRUCK DRIVER

Operates a truck and handles, unloads, and loads goods and materials, such as coal, and earth moving supplies, quarry materials, and other materials. Must have at least 24 months experience, but must be at least 24 months experience.

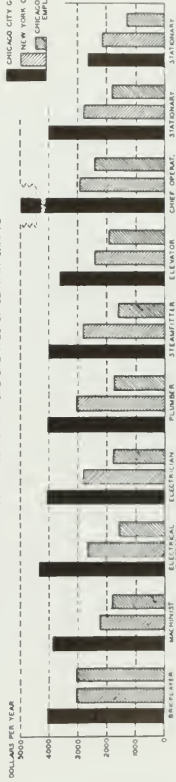
Number of employees covered 1,104
Number of companies reporting 182
Average cost per hour 72¢
50% of employees within the range 55¢ - 95¢



DOLLARS PER YEAR

COST PER HOUR IN CENTS

COMPARISON OF ANNUAL SALARIES OF CERTAIN CRAFTS



Each graph for Chicago private employment represents the annual income which would be produced by employing the average man per hour represented. The total number of men per day is shown in the graph, and then by 34, the average number of days in the work year in the Chicago region.

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II. Results

The more important, immediate and tangible results include:

- (1) A reduction of at least 305 positions, including elimination of an entire department, and salary reductions totaling \$937,637.
- (2) Constructive assistance to the city administration in its action in reducing the total city appropriation for 1941 by some \$2,000,000.
- (3) Action by the City Council looking toward complete review of position classifications and wage scales in the City Government. This resulted from two preliminary staff reports which stated:
 - (a) That wages paid to members of organized trades and crafts were, in many instances, greatly in excess of those paid for similar services under union agreements by private employers, and were not even consistent among positions of similar work:
 - (b) That the Civil Service system has persistently failed to function actively, causing deterioration of the position-classification plan, which in a short time may cause a breakdown in the classified service.
- (4) Provision by the City Council for a fiscal audit.

THE STEPS IN REACHING THESE RESULTS WERE SEVERAL

The research staff findings were first presented to the Survey Committee. These showed a possible reduction in salaries and wages totaling \$997,460 effecting the elimination of some 395 positions, including one entire department not considered

essential to the adequate and effective performance of City services. As a second step the Survey Committee reviewed these findings and recommended to the Committee on Finance the elimination of 261 positions for a total salary reduction of \$681,971. Third, the Committee on Finance accepted generally these recommendations and approved the elimination of 361 positions, and salary reductions totaling \$1,115,070.

It will be seen from the above that the Committee on Finance recommended the elimination of a larger number of positions and a greater total salary reduction than was proposed by the Survey Committee. These changes were attributable to (1) a 10% cut applied by the Committee on Finance to all union-controlled positions paid on an annual basis, which the staff findings had shown to be markedly out of line, and (2) additional personnel reductions in the Bureau of Streets. The Committee on Finance stipulated, however, that no such annual salary affected by this 10% cut would be reduced below the accepted per diem union rate for the particular craft, multiplied by at least 254, the estimated number of days generally worked in a year.

The staff report which indirectly resulted in this action covered a partial wage survey and was designed merely to demonstrate irregularities of compensation in the City service and to urge the establishment of wage determination and adjustment machinery.

The fourth step was the adoption of the Appropriation Ordinance for 1941. This showed the net reduction of at least 305 positions totaling \$937,637, already indicated. The 10% cut applied in the tentative budget by the Committee on Finance was adjusted in the final ordinance to a general salary cut affecting all annual salaries on the basis of 4% reduction of those salaries from \$3,000 to \$3,500; a 7% reduction of those salaries from \$3,501 to \$4,100, and a 10% reduction of all salaries over \$4,100.

The following presents the reductions recommended and effected as they apply to the various agencies of the City government surveyed:

REDUCTIONS RECOMMENDED AND EFFECTED

AGENCY	Staff		Budget Survey Committee		1941		1941	
					Tentative Budget		Final Budget	
City Comptroller .	43	\$ 96,960	22	\$ 55,540	22	\$ 62,680	19	\$ 64,990
City Treasurer .	4	14,560	2	9,900	2	9,180	1	6,632
City Collector .	13	28,500	8	19,820	2	30,620	2	32,142
Civil Service Com. ....	.....	.....	.....	.....	.....	+660	.....	2,042
Municipal Ref. Library .	+1	+1,000	.....	.....	.....	120	.....	720
Dept. of Pub. Serv.	31	81,020	31	81,020	54	153,960	54	①,②153,960
Dept. of Buildings . . .	8	28,040	8	28,040	4	39,694	+15	+③41,056
Dept. of Steam Boilers, etc. . .	5	21,800	4	15,800	4	46,662	2	10,568
Dept. of Wgts. and Meas.	3	6,200	2	3,840	2	4,200	2	4,902
Boards of Examiners . . .	2	23,636	1	21,576	1	14,396	1	14,532
Dept. of Smoke Insp. .	1	1,500	1	1,500	1	1,080	1	2,118
Board of Health	62	120,148	47	112,734	36	86,487	46	④161,654
Dept. of Med. Exam. .	1	2,400	.....	.....	2	4,800	2	5,300
Bureau of Streets	36	78,370	28	63,970	116	168,666	116	⑤227,712
Bureau of Electricity . .	9	32,176	9	32,176	8	109,309	+5	⑥47,673
Bureau of Sidewalks . . .	7	17,800	5	13,240	4	8,900	3	8,446
House of Correction . . .	27	46,215	19	28,700	18	32,488	17	30,982
Board of Local Impr. . .	43	99,834	33	88,860	8	81,737	8	81,737
Bureau of Maps and Plats. . .	1	4,740	+1	660	+2	575	+3	2,007
Bureau of Bldg. Main. & Rpr.	35	81,295	.....	.....	10	41,937	4	+⑦7,400
Bureau of Cent. Purch. .	3	7,320	3	7,320	3	7,260	3	8,944
Bureau, Rivers and Harbors .	38	91,175	38	91,175	38	175,850	49	89,218
Bureau of Sewers	9	18,056	.....	.....	.....	32,560	1	28,252
Bureau of Parks Rec. and Aviation	15	35,320	1	6,100	+2	2,569	+3	1,562
	395	\$936,065	261	\$681,971	331	\$1,115,070	305	⑧\$937,637

① Central switchboard operation involving 23 positions totaling \$48,676 transferred to the Bureau of Building Maintenance and Repair.

② Division of Inspection and Complaints—Public Utilities, involving 13 positions totaling \$32,398 transferred to the Bureau of Electricity.

③ Bureau of Plumbing Inspection involving 17 positions totaling \$69,166 transferred to the Department of Buildings.

④ Estimated number of positions eliminated and salary reductions.

⑤ Effect of general sliding scale salary reduction was \$216,421 on these agencies.

III. Technical Procedure

In collecting the fundamental information on which to base its recommendations, the staff followed the technical procedures generally recognized as most efficient in this type of study.

Chairman Flanagan, of the Budget Survey Committee, with his universal acquaintance in all branches of the City's government and intimate knowledge of organization and procedures, gave the staff advantages in contacts and counsel not usually enjoyed in such enterprises.

Questionnaires, prepared in triplicate, were serially numbered in the interests of control, and the protection of the employee in his return of confidential information. Questionnaire returns covered some 12,000 employees in the City service. Governmental divisions not analyzed during 1940 were the Municipal Courts, the Department of Subways and Superhighways, the Board of Election Commissioners, the Chicago Relief Administration, the Chicago Public Library, the uniformed forces of the Police and Fire Departments and the Annuity and Benefit Funds.

The procedures to be followed in surveying a department were discussed individually with each department and bureau head concerned. The responsibility for the distribution and collection of the questionnaires was in each case placed in the hands of the department head. A member of the survey staff was assigned to study each department or major bureau.

The staff member first discussed with the department head the general functions and activities of the department. Secondly, he conducted individual interviews with employees. Finally, he reviewed with the department and bureau heads the information so collected with a view to the clarification of these factual findings.

The staff member in each instance prepared a written report

on his findings including an analysis of the operations of the agency. At an appropriate time the written recommendations of the staff member were discussed with the department head in order to apprise him fully and to secure an exchange of views as to possible modification of procedures which would increase the efficiency of the department and tend to cut expenses of operation.

The procedure adopted by the Budget Survey Committee in concluding its work in connection with the 1941 budget resulted in the fullest publicity for the staff reports on each unit covered, even though the Budget Survey Committee's recommendations did not always agree with those presented by the staff. As the Finance Committee considered each agency in preparing the 1941 tentative budget, the Budget Survey Committee, through its chairman, Mr. Flanagan, presented its recommendations and simultaneously released to the Aldermen and the newspapers, copies of the Staff Report dealing with the agency.

IV. Administrative Problems of the City

Study of the operations of the various departments included not only the determination of personnel requirements but also, as far as possible, a review of methods, procedures and organization. The majority of the staff's findings directly connected with these administrative and management problems, could not be considered for immediate application in the 1941 Appropriation Ordinance, since in many cases they involved matters of a highly technical nature, requiring either changes in statutes or ordinances, or more time for a detailed and careful review and even experimentation by department heads.

THERE IS AN EVIDENT LACK OF SOUND PERSONNEL MANAGEMENT

Most prominent among the management problems is that concerning personnel controls and administration. The analysis of the activities of the Civil Service Commission indicated that there has not been an adequate recruitment program for many years. This failure to secure the best available personnel to perform city work is a fundamental handicap to efficient and economical administration. Furthermore, it was found that there was no co-operative interest between the operating department and the Civil Service Commission. The Commission is thus in no position to serve the personnel needs of any of the City departments. The morale of the City service cannot be considered high since there is no adequate service rating system, no systematic in-service training program, and virtually no understudy or other incentive activities to good work on the part of the employee.

It is evident that a revision of certain phases of the Civil Ser-

vice Commission's methods and procedures not only would improve the caliber of employees now hired by the City, and correspondingly increase the efficiency of the services, but would probably result in a decrease in general operating costs.

THE STAFF FINDINGS DEMONSTRATED LACK OF A
UNIFORM METHOD FOR ESTABLISHING SALARIES
OF UNION CONTROLLED POSITIONS

The survey by the staff of annual rates of pay in parts of the City government indicated conclusively that, first, there were no recognized and established working conditions; and second, that the annual rates of pay for union controlled positions were considerably higher than those paid by comparable municipal governments or with the general practices existing in private industry within the Chicago area.

The staff urged that in the handling of salaries and wages involving union controlled positions, a mechanism be established for salary determination and adjustment. This recommendation has resulted in a City ordinance providing for a "Mediation and Conciliation Board," to handle salary controversies between the city and any union whose membership may be affected.

It should be emphasized that the final general downward salary revision based on a sliding scale of percentage reductions, still left, and in many cases further aggravated, the discrepancies in salary relationships. *This affects adversely the morale of the employees. An equitable compensation plan would be in the interests of both employees and of the taxpayers.*

THE STAFF RECOMMENDED THAT THE FINANCIAL
PRACTICES AND CONTROLS OF THE CITY
GOVERNMENT BE IMPROVED

In presenting the staff findings on the Department of Finance, a need was indicated for an improved classification of accounts, a review of financial reporting practices and an improvement in budgetary procedures and controls. In this connection the suggestions of City Comptroller Upham and his staff were particularly helpful. The recommended changes might or might

not result in additional financial savings but their successful completion would have a profound effect on general economical administration of the City government. They involve not only professional accounting problems but also organizational and procedural problems that must be very carefully worked into the organization of the City government.

A THOROUGH AUDIT OF THE FINANCIAL AFFAIRS OF THE CITY WAS RECOMMENDED

The staff further urged that sufficient money be appropriated in 1941 for a thorough audit of the financial affairs of the City, since such an audit has not been made for many years. While this is costly in a government the size of the City of Chicago, the preliminary work already completed by the Survey Staff and the use of its facilities will make possible a considerable saving in conducting such an audit. This audit should give consideration not only to checks on the past year's financial transactions but should devote equal attention to organizational and procedural problems of accounting, budgeting, financial reporting, and methods of internal control.

IT WAS RECOMMENDED THAT A MORE COMPLETELY CENTRALIZED PURCHASING SYSTEM BE ESTABLISHED

General purchasing for the City government is handicapped in its effectiveness by the burden of unpaid bills and the resultant inability to obtain the benefits attendant on cash transactions. A thorough review of the whole purchasing system with the aim of establishing truly centralized purchasing is as essential as adequate personnel and fiscal management.

MANY ORGANIZATIONAL AND PROCEDURAL CHANGES ARE NEEDED

It was found that savings can be made by certain procedural and organizational changes within departments, or in the better co-ordination of various departments. This was clearly exemplified in the preliminary staff reports on the Bureau of Rivers and Harbors, where, through the helpful co-operation of Commis-

sioner of Public Works Hewitt, a program of roving crews was established for certain of the movable bridges. In the Bureau of Streets a proposal was made calling for a reduction in the number of the districts administering street cleaning and garbage collection and disposal. The present wide distribution of building inspection and attendant services among departments is in need of closer co-ordination and modernization of procedures.

It can be seen that administrative problems of this nature require not only intensive work but also co-operative and enthusiastic support by department heads before they may be successfully solved. The results attained to date are attributable to such a co-operative attitude.

While co-operation of public officials with the technical workers on the survey has been important, no less significant has been the co-operation of the civic bodies concerned and of those who must make decisions for the City administration. Indeed, the entire study illustrates the economies and advantages of co-ordinated and co-operative effort.

V. APPENDIX: A Sample of the Research Reports*

Department of Public Service

The Department of Public Service, currently staffed with 65 employees, performs functions related to those of other units of the City and duplicating certain services of the State government.

The Department of Public Service is an investigatory agency originally designed to insure the public against overcharges for services by the several utilities, and to receive complaints regarding adequacy of such service. Most of its activities, except routine tests, depend upon public and private inquiries and complaints. Complaints filed with the Department of Public Service have, however, with changed conditions, come to require very little field investigation.

1. RECOMMENDATION:

That the Department be abolished and such functions as are continued be transferred to other departments as herein recommended.

2. RECOMMENDATION — Transportation Bureau:

(a) Eliminate the following positions:

Transportation Schedule Examiner	1 @	\$2,700
Senior Transportation Inspector	1 @	2,580
Transportation Inspector	2 @	\$2,400 4,800
Total	4	\$10,080

(b) Transfer one position of Transportation Schedule Examiner at \$2,700 to Committee on Local Transportation.

* As was indicated in the Prefatory Note, this sample of the research reports is presented as illustrative of those prepared by the staff of the Budget Survey Committee on each of the twenty-four city agencies studied during 1940. As also indicated there, copies of the other research reports may be obtained for the cost of mimeographing.

The chief function of this unit is to provide traffic checks and analyses of the adequacy of transportation service and to investigate complaints emanating from the public. The former function has been taken over entirely by the Committee on Local Transportation, pending the creation of the Transit Commission under the pending traction ordinance. The investigation of complaints is negligible. In 1939 only six complaints required field investigation. The Transportation Schedule Examiner, recommended for transfer, however, will be able to handle any complaints received from the public.

3. RECOMMENDATION—Gas Bureau:

(a) Eliminate the following positions:

Gas Tester	2	@	\$2,200	\$ 4,440
Gas Meter Tester	2	@	2,220	4,440
Gas Inspector	2	@	2,220	4,440
	<u>2</u>			<u>4,440</u>
Total	6			\$13,320

(b) That one of the two following recommendations concerning gas testing be followed:

1. That the present gas testing laboratories, with the exception of the one in the City Hall, be abandoned as soon as present leases can be terminated. The tests to be made at the gas company's stores under proper safeguard satisfactory to the Chief Gas Tester, which will enable him to make proper certification of such tests.
2. That recording calorimeters be installed in City-owned buildings, such as fire houses or ward buildings, for the purpose of handling gas tests.

(c) The transfer of the remaining positions of this Bureau to the Bureau of Electricity.

The gas laboratories make daily pressure and BTU tests. It was found that tests can be made under proper safeguards at the gas company's stores. The elimination of the field labora-

tories will make possible the elimination of all but the Chief Gas Tester and two assistants. It was also found that recording calorimeters could be satisfactorily used for testing gas. The installation of five such units could be made throughout the City in City-owned properties, such as fire houses and ward buildings.

During 1939 some 80 complaints and 21 meter tests required field investigation. All other complaints were handled by a Senior Gas Inspector assigned to office detail, assisted at times by various gas inspectors. All large meter tests are at present made by the meter testers at the Peoples Gas Light & Coke Company's testing laboratories. Very little use is made of the City Hall meter testing laboratory. It is also suggested that similar arrangements be made whereby all meters be tested at the utilities' laboratories, thus eliminating the need for the gas meter testing laboratory at the City Hall. This would call for the services of only one Senior Gas Inspector to handle office work on complaints and three Meter Testers.

4. RECOMMENDATION—Electrical Bureau:

(a) Eliminate the following positions:

Electrical Supervisor	1	@	\$4,000
Electrical Light and Power Inspector	1	@	2,820
Electrical Light and Power Meter Tester	1	@	2,640
Total	3		\$9,460

(b) That the remaining employees be transferred to the Engineering Division of the Bureau of Electricity.

One hundred thirteen complaints required field inspection in 1939—all others were handled from the office. In addition, ten referee meter tests were made. It is noted that the activities of the five Meter and Power Testers are limited in effect to ten meter tests and one referee test per month. In terms of individual effort this can be interpreted as two meter tests and one-fifth of one referee test per man per month—a light work load. It is therefore recommended that the staff be reduced by the elim-

ination above noted, and the activity be transferred and made a section of the Engineering Division of the Bureau of Electricity.

5. RECOMMENDATION—Telephone Bureau:

(a) Eliminate the following positions:

Telephone Inspectors	4	@	\$3,000	\$12,000
Investigator	1	@	2,700	2,700
Investigator	1	@	2,400	2,400
	<hr/>			
Total	6			\$17,100

(b) Transfer, Assistant Telephone Supervisor and one Inspector retained, to the Bureau of Building Maintenance and Repair.

This unit investigates complaints regarding telephone service, pre-audits City telephone bills, takes care of installation, removal or change orders for City telephones and prepares the City Hall telephone directory (none has been issued since 1935). During 1939 all complaints were handled directly from the office. So far this year (June, 1940) only one complaint has required field investigation. Detailed analysis indicates that an Assistant Telephone Supervisor and one Telephone Inspector can provide all necessary services and that other help at present provided for and above noted can be eliminated.

6. RECOMMENDATION—City Hall Switchboard:

(a) Eliminate the following positions:

Telephone Operator	1	@	\$1,620	\$ 1,620
Telephone Operator	5	@	1,740	8,700
	<hr/>			
Total	6			\$10,320

(b) Transfer the operations of the City Hall switchboard to Bureau of Building Maintenance and Repairs.

There are eight "positions" on the City Hall switchboard. The following rotating five-day schedule is adequate to provide existing services and will remain adequate until a ninth "position" is added to the board:

DAILY TIME TABLE FOR FIVE DAYS A WEEK—ROTATING

7 A. M. to	3 P. M.—	2 Tel. Operators
8 A. M. to	4 P. M.—	2 Tel. Operators
9 A. M. to	5 P. M.—	6 Tel. Operators
5 P. M. to	12 P. M.—	3 Tel. Operators
12 P. M. to	7 A. M.—	2 Tel. Operators
8 A. M. to	4 P. M.—	1 Asst. Ch. Operator
9 A. M. to	5 P. M.—	1 Asst. Ch. Operator
9 A. M. to	5:30 P. M.—	1 Ch. Tel. Operator

For sick leave, vacation and relief—3 telephone operators.

It is to be noted that the proposed schedule requires only fourteen rather than the nineteen Operators currently provided for.

With the abolishment of the Department of Public Service, recommendation is made that the operation of the switchboard, together with the Supervisor and one assistant, be transferred to the Division of City Hall of the Bureau of Building Maintenance and Repair.

7. RECOMMENDATION—Administration and General Office:

(a) Eliminate the following positions:

Commissioner of Public Service	1 @	\$6,000	\$6,000
Assistant Chief Clerk	1 @	4,500	4,500
Junior Stenographer	3 @	2,060	6,180
Junior Clerk	1 @	2,060	2,060
Total		<u>6</u>	<u>\$18,740</u>

With the abolishment of the Department of Public Service, the central office will not be required. The above positions are, therefore, recommended for elimination.

8. MISCELLANEOUS:

Reduction that might be made in items of expense other than salaries are estimated at \$2,000.

SUMMARY

	Number of Positions	Amount
Decrease in appropriations for salaries	31	\$79,020
Decrease for other expense than salaries		2,000
		<u>\$81,020</u>

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